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U.S. Congress. House.

To create a bureau for the deaf and dumb in the...

Washington

1918

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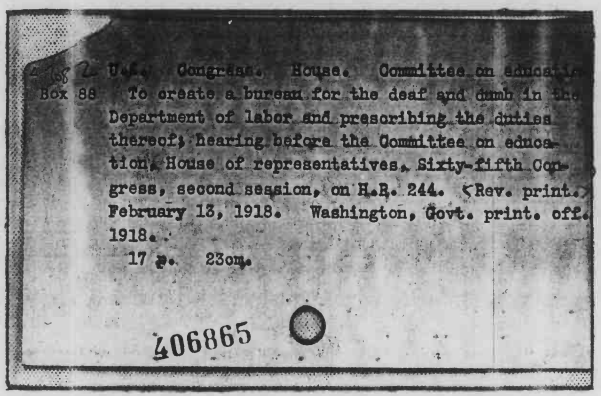

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TO CREATE A BUREAU FOR THE DEAF AND DUMB IN THE DEPARTMENT OF LABOR AND PRESCRIBING THE DUTIES THEREOF

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HEARING

BEFORE THE

COMMITTEE ON EDUCATION

HOUSE OF REPRESENTATIVES

SIXTY-FIFTH CONGRESS

SECOND SESSION

ON

H. R. 244

[REVISED PRINT]

FEBRUARY 13, 1918

WASHINGTON
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TO CREATE A BUREAU FOR THE DEAF AND DUMB IN THE DEPARTMENT OF LABOR, AND PRESCRIBING THE DUTIES THEREOF.

COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Washington, D. C., Wednesday, February 13, 1918.

The committee this day met, Hon. William J. Sears (chairman) presiding.

The CHAIRMAN. Gentlemen of the committee, the bill which we are to consider this morning is H. R. 244, introduced by Mr. Raker, of California, "To create a bureau for the deaf and dumb in the Department of Labor, and prescribing the duties thereof."

On the same date there was introduced a bill, H. R. 159, by Mr. Miller, of Minnesota. I thought we might consider these two bills together, as they have the same end in view, if not identically the same bill, but we will first take up Mr. Raker's bill and consider it, and then the committee can decide. We will now hear from Mr. Raker, who introduced the bill.

STATEMENT OF HON. JOHN E. RAKER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA.

Mr. RAKER. Mr. Chairman and gentlemen of the committee, this is a counterpart of a similar bill introduced by myself during the Sixty-fourth Congress, which I reintroduced at the beginning of the Sixty-fifth Congress, first session. The title of the bill covers the real purpose, "To create a bureau for the deaf and dumb in the Department of Labor, and prescribing the duties thereof."

Now, I do not want to go into the details of the matter, because I want you to hear from Mr. Johnson, and then Drs. Hall and Fay, of Gallaudet College, the college for the deaf and dumb of the District of Columbia, who are present, and other gentlemen who are familiar with this subject and have given their life work to it. They will be in position to cover the points and to show the value and necessity of such legislation.

Mr. TOWNER. Why is this bureau placed in the Department of Labor?

Mr. RAKER. The only reason I put it under the Department of Labor is because that class and kind of work has been put under the Department of Labor. In other words, the Child Labor Bureau is in the Department of Labor.

Mr. TOWNER. That is a labor proposition, but this is not a labor proposition. Why would it not be better to have this, being strictly an educational proposition, under the Commissioner of Education?

Mr. RAKER. Of course, that will be up to the committee, but I desire to state, Mr. Towner, that this has a double purpose. First, it is a question of education; and, second, the purpose is to gather data and information to show that these deaf and dumb people are able to become self-supporting, proficient, and should obtain the proper recognition in the commercial world and the labor world, to the end that they might give their services——

Mr. TOWNER. That is the object of all education, I think.

Mr. RAKER. Well, that is true; that is the object of all education, but with the deaf and dumb they are looked upon as not being capable or able of entering into the various avocations and occupations of life, because of their defect, as being more subject to danger. It is thought that you get less from them, and they can not do the work, whereas, from demonstration, we find they are dentists, druggists, doctors, farmers, blacksmiths, they work in munition plants, are typists, and, in fact, participate in all of the industrial walks of life, and are making a success. The purpose of most people seems to be to disseminate knowledge in relation to the work of these people which prevents them from getting work, in order that they might become more self-supporting. I think that is one of the main features of the bill.

Mr. BANKHEAD. Judge, let me ask you a question, please.

Mr. RAKER. Yes.

Mr. BANKHEAD. Now, there is a great class of people whom I regard, of course, as more unfortunate than the deaf and dumb, and that is the blind. Why are not they included within the purview of this investigation?

Mr. RAKER. The blind can not, I believe, be put on the same plane as the deaf and dumb. The deaf and dumb can do practically everything that you and I can do. The boys play baseball, the girls play basket ball, and the boys are as efficient on the ball field in playing baseball as the boys who can hear.

Mr. BANKHEAD. Oh, yes; I understand that.

Mr. RAKER. That being the case, you can put them in all walks of life where they can do the work, but a blind man can not. The method and mode of teaching them is different. The deaf and dumb have absolute freedom of locomotion; that is, they can come and go as they please, whereas a blind person can not.

Here is just an illustration from Paris. This is a clipping from the Washington Star of May 21, 1917, which reads as follows:

WAR OPENS NEW FIELD FOR MUTES OF FRANCE—DEAF AND DUMB BECOME EXPERT MUNITIONS MAKERS AND MECHANICS.

PARIS, *May 5.*

The intensive production of munitions in France, with its enormous requirements in hand labor, has opened up a new feature for the deaf and dumb, who before the war were excluded from factory work. Now hundreds of them are making shells and parts of automobiles and aeroplanes for the army. Some of them are earning the equivalent of $4 a day.

Manufacturers refused deaf and dumb help previously because of the laws that made the employer responsible for all accidents to his employees and because the accident companies would not insure deaf and dumb. There were also prejudices against them arising from the supposed difficulty of conveying orders and explanations.

That answers better than I could the question asked by Mr. Towner as to just what these men are now actually doing. And as

one who has given much observation to this question—I know we all try to, but there so many things—I have had occasion for the last eight or nine years to be around Gallaudet College here in Washington, where they are doing this work, and I find they are turning out men and women as highly educated in all the walks of life, except vocational education, as any college in the world.

Now, there should be some mode and method by which these men and women could be placed in the various walks of life and become as efficient as possible under their drawback.

Mr. BANKHEAD. Now, I want to ask you one other question, and then I am not going to bother you any more.

Mr. RAKER. That is all right.

Mr. BANKHEAD. Now, section 10 here relates to an appropriation. I see you propose an appropriation of $3,000 a year to pay the chief of the bureau. Now, is that all the expense you contemplate for the establishment of a bureau of this character and scope?

Mr. RAKER. No; section 10 only fixes the salary of the chief.

Mr. BANKHEAD. And you have made no provision in the bill here for carrying on the work of the bureau.

Mr. RAKER. I did that for this reason, that I have followed the other appropriation bills, and, as I understand it, Mr. Chairman, this committee could not report a bill carrying an appropriation? Am I not right in that?

The CHAIRMAN. We carried an appropriation in the vocational educational bill. This committee shall try to pass bills with appropriations, if they are worthy bills, for education.

Mr. RAKER. That I did not know the committee would do. Of course, if they could and would, I would be most happy to see them do it; but I took it for granted that the committee was only legislative, namely, that they could only legislate upon the chief of the bureau and fix his salary, then allow such other employees as may be necessary; then it would be reported by the proper authorities to the House and then go to the Committee on Appropriations. For instance, they would have a chief, a clerk, and one assistant to start with, which would be provided for in the appropriation bill having the authorization of this bill; then the number of employees could be increased. If this committee would fix the appropriation I would be happy to have them do so, as it would expedite it that much more.

Mr. BANKHEAD. I do not think we can get the Appropriations Committee to sponsor appropriations of its own volition, and if we hope to get this bill through we have got to get it through by the activities of the Committee on Education.

Mr. RAKER. I agree with you.

Mr. BANKHEAD. That is the reason I asked that question.

Mr. RAKER. That is the reason I did not do it. In the other committees there has been so much desire to keep all appropriations from any other committee except the Committee on Appropriations that I just thought I would not buck up against that feature.

Mr. TOWNER. Mr. Chairman, if the gentleman will allow me, I think in all of this class of cases what the committee ought to do, and what this bill ought to do, is to make an authorization, not an appropriation, and by that means you escape the antagonism of the Committee on Appropriations, and, of course, it has just exactly the

same effect, because in any event the appropriation has to be taken care of ordinarily by the Committee on Appropriations. I think, however, that the paragraph ought to be very much broader than that; in fact, that it ought to be an authorization for all of the expenses that Congress may afterwards authorize.

Mr. RAKER. I took this view, that section 10 fixes the salary of the chief and section 11 authorizes the employment of subordinate officers. Now, if the bill should become a law, this would occur. The Department of Labor would recommend to the Treasurer so much money for the chief of the bureau and the necessary assistants that they would figure out; say, a clerk or one or two to start with. That, then, would be approved by the Secretary of the Treasury and would then go as as estimate to the House of Representatives and be referred in due course to the Committee on Appropriations.

The CHAIRMAN. Right there, in regard to that question, while perhaps it should not go into this hearing, as it has been raised, as chairman of this committee I simply want to say that the Committee on Naval Affairs makes appropriations for the Navy, the Committee on Military Affairs makes appropriations for the Army, the Committee on Agriculture makes appropriations for agricultural purposes, and so on, and I can not see why this Committee on Education, dealing with the great question of educating the boys of our country, should not and can not handle any question that comes before it affecting educational matters.

Mr. TOWNER. I quite agree with you, Mr. Chairman, upon that proposition; but in order to do that we must remember that those committees on appropriations that you have referred to are authorized to make appropriations by the rules of the House, and this committee is not.

The CHAIRMAN. I understand that.

Mr. TOWNER. Strictly speaking, I think the point against this committee making a direct appropriation is well taken under the rules of the House. If it goes through, it goes through, and, of course, that is all there is to it. Of course, I should be very glad to join with the chairman in an effort to have the rule amended.

The CHAIRMAN. That is what I was going to do.

Mr. TOWNER. That would be the proper thing to do; but in such a case as this I think it is wise just to make an authorization, because that accomplishes everything that we desire, and it does not violate the rules of the House and neither does it antagonize the Committee on Appropriations. The gentlemen should understand that all of the appropriations for the Department of Labor are passed upon by the Committee on Appropriations and included in the legislative, executive, and judicial bill—all the appropriations for this Department of Labor. Now, if we make this an adjunct of the Department of Labor, then, of course, it would be proper for the Committee on Appropriations to consider the appropriations, and all that we ought to do, strictly speaking and in fact, is to make an authorization.

Mr. RAKER. As an illustration, the Committee on Public Lands reported out a bill creating a public park service. We possibly could have included in there an appropriation, although there was some serious doubt about it, as the gentleman from Iowa suggests,

under the rule. We wanted to avoid coming in conflict with the Committee on Appropriations, so we reported a bill similar to this bill, appointing a director and fixing his salary, and then authorizing such subordinate officers as might be necessary. It was carried out just as I have suggested; the Secretary of the Interior made his estimates, and the Secretary of the Treasury then sent up the estimates to the House, and the Speaker sent it to the Committee on Appropriations, and we received the appropriation. That bill created a bureau in the Interior Department just like this one. Hence I followed that practice.

Now, continuing about these people, and reading from previous article:

> In practice is has been found that the deaf and dumb men meet with no more accidents than their comrades who can hear and talk. They learn even quicker by sight than do many workmen by ear, and, their attention never being diverted by conversation, their output is of the best finish and equal in volume to that of the best mechanics. They are even more attentive to danger than men who have possession of all their faculties.
>
> The minister of armament, recognizing their services rendered to the national defense, has issued a circular to directors of hand labor in munitions factories ordering them to prevent discrimination against deaf and dumb applicants for employment as mechanics, it being officially recognized that their infirmity is in nowise a hindrance, excepting in posts where they would be brought into contact with the public.

But, while that information has been disseminated in England and France, the people of this country ordinarily do not recognize that, and you would be surprised at the commendatory remarks made by men and women—Congressmen and their wives—who have been taken over to the Columbia Institution for the Deaf by my wife to see the wonderful work that these young men and women are doing at that college. They did not conceive it could be done; they said it never had been done. And this bureau is for the purpose of remedying that situation and placing these people on an equal basis with those who can hear and talk and giving them an opportunity to make their services of value.

Now, I find from the Census Bureau there are in the neighborhood of 44,708 of these people in the United States. I venture to say that there are not 5,000 of them profitably employed, simply for the want of proper care and attention and the lack of proper information having been disseminated, and the proper instruction given these people, as it should have been.

Mr. DALLINGER. Mr. Raker, is it not a fact that many of the States have established a system for training these people?

Mr. RAKER. I think most all of them are working in conjunction with this work and are doing splendid work. I think that is true.

Mr. Johnson of Washington received a letter from the National Association of the Deaf and sent it to me, and I want Mr. Johnson, when he makes his statement, to use that letter. I will not use it, because it covers many of the features of this case. I just want to call attention to one statement in it, that since the war 20,000 English and Canadian soldiers have been made deaf from shell shock up to December 27, 1917. We can see what that is going to do in this country, and provision should be made to take care of that situation.

I will not take any more time to go into the details of the bill, because it is the simplest, plainest thing on earth, just creating a bureau

in the Department of Labor for the purpose of gathering information and assisting these people, studying the trades, industries, and occupations whereby they can be more profitably and better engaged. I would like you to hear from Mr. Johnson now, Mr. Chairman.

STATEMENT OF HON. ALBERT JOHNSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WASHINGTON.

Mr. JOHNSON. Mr. Chairman and gentlemen, for quite a number of years I have been interested in the work which tends toward the advancement of the deaf and dumb. I became interested through the work along that line in my own State and also through the great work of the Columbia Institution for the Deaf here in Washington. I have long hoped that some plan could be developed through Congress by which the work of preparing the deaf for the occupations of life might be systematized between the States and taken in hand by some one who might be the general director. I became interested in the bill introduced by Judge Raker, which has that end in view, corresponded with prominent teachers of the deaf in the State of Washington, and was urged by them to get behind this bill. I do not desire to make a long statement, but I appeal to the members of this important committee to analyze and perfect this bill and to take advantage of this opportunity to get something on the statute books that will do something for these people.

Mr. TOWNER. Mr. Johnson, if you will allow me, what would you say as to this bureau being under the Department of Labor? You will remember that the Board of Vocational Education was placed under and practically made an adjunct of the Department of Education.

Mr. JOHNSON. Yes. Well, I have not much choice in that matter.

Mr. TOWNER. This is an educational proposition and, of course, a vocational educational proposition also.

Mr. JOHNSON. I have not much choice. The committee, in its wisdom, may do as it sees fit, and anything they do will be water on this wheel, but it should not be the purpose to overeducate people who are so unfortunate as to be deaf and dumb. Rather, the purpose is to get them into working channels and to obtain cooperation in regard to placing them in labor, and to prevent or check certain frauds that are practiced by some of the deaf. It is possible that this bill should have been considered by the Committee on Labor, but anything that we can do to get it started will be something.

Now, let me read the letter to which Judge Raker has called the attention of the committee. It is from J. Frederick Meagher, formerly in the Institution for the Deaf at Vancouver, Wash., now located in Chicago. He says that since he last saw me he neglected to call attention to H. R. 244, and so on. He then says:

> Since then facts have come to light making such a bill even more imperative. It is ascertained on reliable authority there are now 5,000 soldiers in Canada deaf from shell shock, etc., and fully 15,000 such in England. It would seem patent to all that such a bureau should be put into effective operation at once and the way paved for securing new lines of industrial activity for the hordes of American soldiers who will be dribbling back minus the sense of hearing. There are 64,000 deaf-mutes in the United States—Federal statistics show 98 per cent of the educated deaf are self-supporting—and while the bureau can be of incalculable service in placing them in the lines where they can be of the greatest aid to their country, it is the newly deaf soldiers who will need its services most, for the lot of those losing their hearing late in life, after training depending on unimpaired hearing, is doubly pitiful. Such a bureau, wisely managed, would turn out afflicted soldier sons from dependents, more or less, into wage earners but little the less efficient than they were before. Deafness will always be a huge handicap in business life; it behooves us to reduce this handicap to the minimum.

As some of you gentlemen know, I had the privilege of being in England and France several weeks this fall, and on the outskirts of London we were taken to a great military hospital where men who had been made deaf from shell shock were being trained in methods by which they might gain a living. Of course, that phase of it has come up as an afterthought to the original introduction of the bill.

I do not want to take any more time of the committee in argument. The necessity is apparent to every person.

Mr. TOWNER. Mr. Johnson, you know there is a provision in one of the bills that endeavors to take care of those that are maimed and wounded. I think it is in the war-risk insurance.

Mr. JOHNSON. Yes.

Mr. TOWNER. Perhaps something of this kind could be worked into that scheme, or something of that scheme could be worked into this. The object, of course, in so far as it would apply to those who are made deaf by the war, would come under them, without any action, but probably it would be a good idea to correlate this work, if it could be so done, to prevent duplication. If you have any suggestion to make of that kind I would be very glad to have you do so, either you or Judge Raker.

Mr. JOHNSON. That can be looked into a little later. Of course, the certainty that we will have these men, in addition to those now deaf, has added to that new phase; but, not considering that at all, there is still a necessity for a bureau somewhere to coordinate and be at the head of the work being done in the States.

Mr. DALLINGER. Mr. Johnson, you are aware that the Vocational Educational Board, which was created by a bill supported by this committee, has made a report to the Senate on the question of training those that were injured in war?

Mr. JOHNSON. No; I am not aware of that. Of course, that work will have to be done, but here is a class of men and women who are peculiarly trained. I have employed deaf persons with success, and I presume that you have all seen them at work. I think one of the most impressive things I ever saw in my life was the singing of "Nearer, My God, to Thee" by girls who could neither hear nor speak. It was a sign rendition.

Mr. VESTAL. Do you not think discrimination is being made now against deaf persons, as far as the work in the factories is concerned?

Mr. JOHNSON. Yes; it is being made.

Mr. VESTAL. I do not think there is any question about that, because I have had personal experience along that line with deaf people in factories. I have been very much interested in trying to take care or helping to take care of these deaf people in my own section, and I have had a lot of trouble in the factories in getting them employment, because of the fact that they are deaf.

Mr. JOHNSON. That is true.

Mr. RAKER. In regard to the suggestion made by Mr. Dallinger, I was looking at the report of the Board for Vocational Education Bulletin No. 1, statement of policies, and I find in the report this subdivision:

XI. PERSONS FOR WHOM VOCATIONAL EDUCATION IS INTENDED.

The Federal board desires to emphasize the fact that vocational schools and classes are not fostered under the Smith-Hughes Act for the purpose of giving instruction to the backward, deficient, incorrigible, or otherwise subnormal individuals; but that such schools and classes are to be established and maintained for the clearly avowed purpose of giving thorough vocational instruction to healthy, normal individuals to the end that they may be prepared for profitable and efficient employment. Such education should command the best efforts of normal boys and girls.

I take it from this that their policy is not to deal with the subject of the deficient deaf and dumb. I wanted especially to call that to the committee's attention this morning, and I overlooked it in my statement. As Mr. Johnson says, the prime purpose of the bill is to take care of the situation which existed before the war commenced, and which still exists, as Mr. Vestal says. We all know, who have had any experience in those matters, how important it is. The soldier feature has simply come up afterwards. As Mr. Toner suggests, we make provision for them when they become deficient; we provide for their living, etc, but I do not believe that we make any provision for their education and securing them a position to make them efficient in life, since they have become deaf, but simply provide for them. That is my view of the matter. I think you are clearly right as to their being provided for, because of the deafness occasioned in the war, but we are going along further.

Mr. JOHNSON. I want to thank the chairman and the gentlemen of the committee for allowing me the opportunity to appear before you.

Mr. RAKER. I would like to have the committee hear Dr. Hall, who is the president of the Columbia Institution for the Deaf.

STATEMENT OF DR. PERCIVAL HALL, PRESIDENT COLUMBIA INSTITUTION FOR THE DEAF, WASHINGTON, D. C.

Dr. HALL. Mr. Chairman and gentlemen, I have read this bill and believe that on the whole question it is a very wise piece of legislation and very desirable. There is a question in the minds of a great many people as to whether it should cover both the educational side and the industrial side. That question has been brought up here by several gentlemen. The facts are that the deaf are discriminated against in obtaining employment—there is no question about that—just as these gentlemen here have said. The employers' liability law has made it very hard for deaf people to get positions. The employers do not want to be responsible for accidents which they fear will happen, although, as this statement read by Mr. Raker shows, in France the experience has been that those accidents do not happen, and that is the real truth in this country, too. The deaf are, to a certain extent, discriminated against in the civil service of this country, I am sorry to say. Recently the bars have been lifted somewhat. One of these gentlemen here to-day, Mr. Stewart, has been in the employment of the civil service 10 or 15 years, in the Census Bureau,

and has a splendid record there. There are a good many deaf men in the civil service to-day, but even they got their positions a good many years ago, and it is very difficult to get positions under the Government, or get positions in factories, because the employers do not understand what they can do. They are afraid to employ them. They can not understand their abilities, they do not understand how much they can be taught, they do not understand these advantages that are brought out in that statement that Mr. Raker read a little while ago, that deafness is in some ways an advantage, in that they pay strict attention to their work, and they accomplish just as much, and even more, than people who hear.

Now, as to the deaf soldiers, that matter has been brought up because there is no question but what these men who will come back from the war deaf will be very much upset as to what they are going to do. Some of them will be unable to carry on the occupation which they carried on before they entered the Army, and they will need help, to be located and trained in some new place or some new business. The States in one or two cases have already taken up this matter, showing that this is a wise thing for the United States to do. One or two of the States have taken up some work along this line, and it has proved successful. The State of Minnesota has a person who is engaged in helping deaf people to get located, get them employment, and in the State of Connecticut one of the employees of the State government has done a great deal of work of that sort, a very useful work, but I do not think that enough has been done along that line. I do not think that the public has been educated sufficiently in the matter, and this bill will provide just that needed thing, that the public shall be educated in regard to the deaf workman and what he can do, and will put the employer in touch with the deaf person and the deaf person in touch with the employer.

There are schools in practically every State for the education of the deaf, and those schools make a very strong point in regard to the education of the hand. They teach trades, they teach carpentry, painting, printing, bookbinding, bricklaying, tinning, harness making, all kinds of trades, and the deaf people try to be independent, and are very largely independent, but the public still does not know sufficiently of their abilities, and the deaf people find it very difficult to get employment, and the trouble is to get the employer to believe that they can do the thing as well, or half as well, or a quarter as well, as a hearing person.

Mr. RAKER. May I ask you this question? While we have these schools in the various States, and the college here, they more particularly apply to the younger people, and for the man who becomes deaf after, say, he is 21, or even now for our soldiers, there is no provision for them at all?

Dr. HALL. No provision for them to be trained.

Mr. RAKER. No provision for them to be trained so that they can go on with their work?

Dr. HALL. Any bill which will enable them to get employment will be a great help to them. Even those that are trained in the schools, although some of them are quite efficient, have a great deal of difficulty in getting located. The State schools try to help them, of course, but there is no organized arrangement by which the employer and the employee can get into touch, and I believe it would be a great

benefit to the deaf, and a great benefit to the country. We need the services of these people. It would be a great benefit to us in the present state of affairs, especially when we are looking for efficient labor, to have such an organization as contemplated in this bill.

Mr. VESTAL. Do you not think the industrial side of this proposition is the most important side of it?

Dr. HALL. It is; yes. The convention of American Instructors of the Deaf, in looking over the bill which was submitted by Senator Clapp some four or five years ago along this general line, in the Senate, suggested that they leave out the educational feature, and I think that the industrial side is the more important one.

Mr. TOWNER. That is very largely because so many of the States have provided for their educational training?

Dr. HALL. They provide for the educational side; yes; and they are providing for the manual-training side, too, in the schools; but just because you teach a man to be a harness maker that does not give him a position, and you have got to educate the public to the fact that the deaf man can succeed. I do not know how you gentlemen yourselves would feel if a deaf man came and asked you for a job, but I am afraid that some of you might turn him down just on account of his deafness. Is that not so?

Mr. BANKHEAD. In this letter read by Mr. Johnson, the statistics show that there are probably 70,000 deaf-and-dumb people in the United States.

Dr. HALL. The proportion is about 1 in 2,000, I should judge. Now, I do not know where the 48,000 came in that was mentioned some time ago. I should judge there are more than that, probably 55,000.

Mr. BANKHEAD. What proportion, if you have this information, of the entire amount of the deaf and dumb are absolutely unemployed in any gainful occupation?

Dr. HALL. It is a small proportion, not very many, I am thankful to say. What would you say, Dr. Fay?

Dr. FAY. A very small number, I think.

Dr. HALL. Five or ten per cent?

Dr. FAY. Very small.

Dr. HALL. Yes; but they are not being utilized as they might be. A great many of them are doing things in which they are not giving their best efforts, and in which they are not using the teaching that has been given to them in the State schools. A man will be prepared to go into trade, pretty well prepared, and might find a great deal of difficulty in getting into that trade, and might have to take something else in which his remuneration would be a great deal less.

Mr. BANKHEAD. So the economic loss to the country as a whole is based very largely on their nonemployment up to their capacity?

Dr. HALL. On their nonemployment up to their capacity. Yes; that is one of the great points.

Now, in Akron, Ohio, there is the Goodyear Rubber Co. and the Goodrich Rubber Co. The Goodrich Rubber Co. will not employ deaf people, and their practice is to turn them away. The Goodyear Rubber Co. is employing now over 300 deaf people and is very well satisfied with their work, and the deaf are given an opportunity. The Goodrich people practically have given them no show to get

started. The Goodyear Co. have tried it thoroughly and are quite satisfied. That is the way we regard the whole matter, that if there was an organization to put before the employers the facts in regard to the deaf, the fact that they are not lazy, that they are not difficult to get on with, that they are not bad tempered, it would be a great benefit to them. A great many people have wrong ideas in regard to the deaf, thinking that they are not trained, that they are not skillful with their fingers, and can do good in various lines; and if there was some way of putting that up to the public and getting it before them, which could be done by a governmental bureau, I think the conditions in regard to the employment of the deaf would be greatly improved and the whole country would be benefited by it.

The CHAIRMAN. I think you are correct in the statement that they have been misunderstood. There are two deaf linotype operators on the St. Augustine Herald, and they have been there for years, and they are so efficient and so rapid that you could not get their employer to dispense with the services of either one of those two men. The rapidity with which they work is wonderful. They are not bothered by outside conversation, and when they are working their hands are busy, and they can not talk to each other.

Dr. HALL. There is one man on the Washington Post now. Mr. Page is the one on the St. Augustine Herald.

The CHAIRMAN. I know him quite well. He is one of the best I have ever seen.

Mr. BANKHEAD. I do not suppose you have any statistics to show the average annual income of the deaf in the United States?

Dr. HALL. I can give you some statistics right here in regard to certain occupations. I could not give it to you in condensed form. I would be glad to leave this book with the committee, which shows the occupations in which deaf people are engaged in the various States and the wages they receive. I should say that $100 a month is an unusual wage for a deaf man; it is unusual for him to get as much as that, and a man can not support a family very well on anything less than that, I should say.

Mr. BANKHEAD. You mean $100 among the most efficient?

Dr. HALL. I say it is rather unusual for them to get as much as that; yes.

Mr. RAKER. What is the book?

Dr. HALL. It is a series of statistics collected by Mr. Warren Robinson, a deaf man, a sort of questionnaire sent out to a great many deaf people in the United States, asking what they are doing, what they are earning, etc., what trade or occupation they consider best for deaf people, etc.

The CHAIRMAN. I would be glad to have you leave that with us.

Dr. HALL. I will be glad to do so.

Mr. RAKER. Mr. Chairman, Dr. Fay is present. He has been in this work, I suppose, 50 years.

Dr. FAY. More than that.

Mr. RAKER. So he can speak from personal information. I would like to have Dr. Fay make a few remarks on this bill.

STATEMENT OF DR. E. A. FAY, VICE PRESIDENT AND PROFESSOR OF LANGUAGES, COLUMBIA INSTITUTION FOR THE DEAF, WASHINGTON, D. C.

Dr. FAY. Mr. Chairman and gentlemen, I have very little to add to what Dr. Hall and Mr. Raker have said. They have covered the ground quite fully.

Mr. RAKER. Doctor, just state how long you have been in this work, and where, so the committee may get some idea.

Dr. FAY. I have been a teacher of the deaf for 54 years. I taught them for 3 years in a New York institution first, and I have been here in Washington for 51 years, connected with the college for the deaf here.

It is very true, as most of the gentlemen have said, that there is a prejudice against the deaf and against employing them in factories, et cetera, for the various reasons that have been mentioned. They are afraid of accidents, and they are afraid of the workmen's compensation law, and then there is a sort of impression that the deaf are different from other people, that they are difficult to get along with. Some people think they are very apt to get angry very easily and to make trouble, whereas they are very much like other people in all respects. Some of them have bad dispositions, but on an average they have just as good dispositions as anybody, and where they are once given an opportunity, they show that they can do good work. This war has given a great opportunity to the deaf, because there is such a great demand for labor that people have to take them who formerly would have refused them occupation. As Dr. Hall says, in Akron, in one shop there are perhaps 300 deaf men employed in one particular shop, and they like them very much, and they ask for more—they want to get more deaf men—and in Detroit, in the Ford Motor Works, there are over 100 deaf men employed, and in the Buick Automobile Factory, in Flint, there are about 50 deaf men employed.

Mr. DALLINGER. How about deaf women, Doctor? Have there been many of them employed since the war started?

Dr. FAY. I do not think so many of them have come into employment yet, but there are some, and, of course, the demand is for deaf men and women too. The great object of this bill, as has been said, will be to make it clear that the deaf are capable of good work, like other people, and if they are given an opportunity, that they will make good.

I do not know that there is anything further that I could add. One point was made here in regard to the study of the trades taught in the schools for the deaf in the United States. It would be a very valuable thing if all of the information could be collected with regard to the best kinds of trades for the deaf, what kind of trades is best adapted to them, so that the heads of the schools could, in selecting trades to be taught to the deaf, select those in which they are best adapted to succeed.

I should be glad to answer any questions, but I do not think of anything further that I could say.

Mr. BANKHEAD. Is this a co-educational institution, for boys and girls both?

Dr. FAY. Yes.

Mr. BANKHEAD. What pursuits, after they graduate, do most of these boys and girls go into?

Dr. FAY. They can do almost everything that does not require the actual use of the voice. In our institution, which is of a higher nature than any other school for the deaf in the country, the young men and women who come to us have been through the courses of study in the various state schools and come to us for advanced, higher education, and they go into rather higher pursuits than the great majority of the deaf can. Quite a large number of them are clergymen, ministering to the deaf throughout the country, having congregations and churches of deaf people. Several of them are editors, a good many of them are printers, some of them are chemists; in fact, almost everything that does not require the actual use of the hearing they can succeed in. But, of course, the great majority of the deaf, whose education is not carried so far, must engage in some sort of work with their hands.

Mr. PRATT. How many students have you in your school?

Dr. FAY. About 150.

Mr. PRATT. What is the proportion of the sexes?

Dr. FAY. Very nearly equal.

Mr. RAKER. You gentlemen ought to go out and visit that school some time. It is the only college for the deaf in the world.

STATEMENT OF MR. W. P. SOUDER, CENSUS BUREAU, WASHINGTON, D. C.

Mr. SOUDER. Mr. Chairman and gentlemen, the object and scope of the proposed bureau for the deaf in the Department of Labor is fully detailed in the bill now before your committee for its consideration.

In the first place, it is expected that this bureau will be placed in the hands of a competent person who knows and understands the deaf and is therefore amply qualified to study their industrial and social condition and to gather statistics, facts, and information that will be useful and helpful in promoting their interests and welfare.

Any plan, to be successful, must be worked out and made into a comprehensive whole. Each step must be complete in itself and lead up to the next step, the whole being directed to the result desired.

It is a well-known fact that an employed citizen is an asset to the State, and the better a workman is trained the greater the asset. If the State spends money on training its children and then makes no effort to see to it that the talents developed are put to practical use, it lacks the final push that would make all of its work effective. It is here that this bureau would come in and endeavor to improve labor conditions for the deaf citizens. In other words, this bureau proposes to give the deaf citizen the same chance as the one not so handicapped.

It must not be presumed that the deaf are not self-supporting and incapable of work, for in this respect the deaf have a record to be proud of. Still, labor conditions are constantly changing, and steps must be taken to meet these changes.

A comprehensive view of the labor conditions to-day will show that many employers of labor are not disposed to employ deaf workmen. This may be due to a number of different things. Possibly they have had so many deaf imposters come into their places begging

that they have come to the conclusion that all deaf people are beggers and are good for nothing else. They may have had an unfortunate experience with one or two deaf workmen and do not care to experiment further, or they may feel that the writing out of orders to a deaf workman involves too great a waste of time. Again, they may have some thought of the new liability laws that make the careful operation of factories a wise policy. It is such prejudice that this bureau will endeavor to overcome. Employers will be made to understand that they are no more justified in judging all deaf people by one or two with whom they have had unfavorable experiences than they are in judging all hearing people by some unfortunate experiences with one or two hearing individuals. While there is some disadvantage in being compelled to write out an order to a deaf workman, employers would have their attention called to the fact that the average deaf man concentrates all of his faculties on his work better than does the average hearing man, who is disturbed by various noises. They must be convinced, by the gathering and presentation of statistics, that deaf workmen, because they place increased dependence upon the eyes, are naturally more careful than others and are less susceptible to accident. They must be educated as to the nefarious work of the deaf imposter and have it impressed upon them that all supposedly deaf beggers should be jailed on sight, for the deaf do not beg.

This bureau will to a certain extent act as a clearing house for the employment of deaf labor. The deaf will be asked to bring their labor questions to it. If they are successfully employed, the bureau will wish to know it, that it may assist other deaf people to obtain like results. If they are in difficulties, the bureau will offer them such assistance as it can.

This bureau will cooperate with the directors of the industrial training departments of the schools for the deaf, and join them in an effort to make the deaf even more useful and successful citizens than they have been heretofore. This bureau will endeavor to ascertain the trades in which there is a demand for deaf workmen, and inform the instructors at the schools, so that if it is possible they can prepare their pupils to meet this demand. This bureau will also make an earnest effort to have positions awaiting all graduates of schools for the deaf.

That is about all I care to say, gentlemen, and I thank you very much for your attention.

Mr. RAKER. Dr. Hall, will you send to the committee the pamphlet published by your school, by the deaf people? I thought I had one to bring up this morning, but I came off without it.

Dr. HALL. This catalogue?

Mr. RAKER. Is this one that the school published?

Hr. HALL. Yes; that is one we got out.

Mr. RAKER. That is all right, then. I simply want the committee to see the work done by the school.

Dr. HALL. That is a catalogue which was gotten out by our students, gotten out entirely by them, with the help of the instructors. The photographs were taken by them, but the photo-engraving was not done by them. It can be done by them very well. It is the result of the wisdom of Congress, as I think you gentlemen will

agree with me, in providing a printing department in our institution, linotype, presses, etc. This 80 page booklet was gotten out, set-up, printed, stitched, covered, etc., all by our own students.

Mr. RAKER. Educating these people to do that would be of great assistance to the country, but especially to them, and by the provisions of this bill the public would be educated to know that they can do these things, and these men would obtain employment, where otherwise, if people do not know it, they would not be able to obtain employment. That would be true both of the men and the girls, would it not, Doctor?

Dr. HALL. It would be. There is no question but what a great many of our girls could be trained along those lines and obtain positions in printing and publishing houses; a great many could.

Mr. RAKER. I am going to leave this pamphlet with the chairman, and will get another one.

Dr. HALL. The printers perhaps know more about the deaf than some other employers, and are employing a good many, but in the Government Printing Office there is no reason why a number of deaf people could not be prepared to operates linotypes and monotypes there. They have a few of them there, but only a few. And they could also be used in binding books, and in a great many works of that kind. I think, would be very proficient, and the whole idea would be, as I understand, to have this bureau educate the employees and keep them in touch with the deaf people, to help educate the instructors of the deaf and train them, and show them the demands of labor, so that the two would work together, and there would be brought about a great improvement in the condition of the deaf and in the labor conditions, and the whole question of the usefulness of the deaf would be solved to a great extent, I think, by such a bureau.

Mr. RAKER. Mr. Chairman, I think that is all we have to present to the committee, but I want to say, in reply to the suggestion made by Mr. Towner, as to whether it should go to the Department of the Interior, so as to be coordinated with the Bureau of Education, or whether it should go to the Department of Labor, is a matter that practically you gentlemen can thrash out. I would see no objection to its remaining in the Department of Labor, but if you think that better results can be accomplished by having it under the Bureau of Education, I know your judgment would be the better one to follow in that matter.

As to the question of an appropriation, I believe, and I just want to say to the chairman that I believe, if your committee should see fit, and I hope you will, to report out the bill, with such suggestions or amendments as in your judgment you think are proper, that you should not put in a direct appropriation, because, as Mr. Towner says, of the status of the rules and the danger of coming in contact with the Committee on Appropriations.

I want to thank you, on behalf of these gentlemen who appeared, Dr. Hall, Dr. Fry, and the rest of us, and submit the matter to you.

(Whereupon the committee adjourned.)

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